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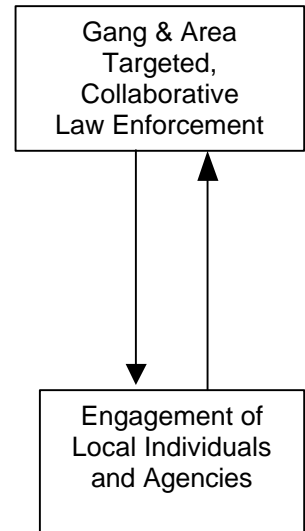
## II. The Nature of CLEAR's Multi-Level Collaborative

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*It is possible that a focused crime prevention strategy could rely heavily on police presence to regain a threshold level of public order and safety. Once beyond this threshold, the effectiveness of family, community, schools and the labor force could be substantially increased*

- Sherman, 1997

**C**LEAR is, fundamentally, a collaboration – among different law enforcement agencies, and with community members and institutions. Because each CLEAR site's first task is to establish a threshold of safety in a heavily gang-impacted area, the collaboration of law enforcement is a primary component. Collaboration with the community, which develops over time, is essential to the longer-term “recovery” component of the CLEAR model. The purpose of this section is to describe the nature of collaboration within CLEAR as it has operated and evolved over time.<sup>1</sup>



### A. The Core Collaborative

A description of the players and levels of collaboration that define the CLEAR program model is found in the previous section (see CLEAR's Organizational Structure, beginning on page 8). As indicated, players are in place and functioning as anticipated. This section explores in greater detail how well the core collaborative is working at two significant levels: executive and (field) operational.

#### Executive-Level Collaboration

The CLEAR Executive Committee has met regularly and often (at least monthly) since the initiative's inception in late 1996. With few exceptions, each of the five funded agencies has had a representative present, and participating, at all sessions. Also in regular attendance

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<sup>1</sup> The next two sections deal with longer-term benefits, including immediate impacts on crime and the monetized benefits of crime reduction.

are a representative from the Major's Office of Criminal Justice Planning and at least one member of the evaluation team. Since early 1999, the program's Administrative Director has also attended regularly. Participation has focused on policy and executive-level problem-solving, including funding, resource allocation, corrective action and personnel.

Previous evaluations of CLEAR have made a number of recommendations to the Executive Committee. The following list is adapted from the most recent evaluation report presented to the Mayor's office (September 1999) and documents the extent to which executive-level collaboration has occurred among Executive Committee members and between the Executive and Operations levels.

**Table II-1. Recommendations and Related CLEAR Actions**  
(Made in Evaluation Report to CLEAR Executive Committee, 9/99)

<b>Recommendation</b>	<b>CLEAR Actions</b>
<i>1. Institute a more formal planning procedure</i>	Planning at the overall program level has been done in regular Executive Committee meetings as a natural part of the agenda. Most site-specific planning occurs at the site level; 90-day operational plans have been requested and provided by each site.
<i>2. Add administrative staff to coordinate and facilitate everyday tasks</i>	An administrative office was created and established in January, 1999. This office has coordinated with LASD data assistance, the LAPD Liaison team and a program consultant to facilitate and improve program operations.
<i>3. Provide ongoing training for staff development and team-building</i>	Cross-site staff training has occurred in three areas, although participation at workshops has ranged from good to poor. Additional workshops are planned.
<i>4. Create additional documents for internal procedures, training and publicity</i>	The Executive Committee contracted for assistance with developing a Program Manual (currently being revised); a monthly form for each agency and site to use to report activities has been implemented; a CLEAR brochure, written for Northeast, is being adapted for each individual site, in English and Spanish; and quarterly expenditures for each site are being documented.

Recommendation	CLEAR Actions
5. <i>Adapt the Northeast community engagement model to the other sites</i>	This is occurring through the activities of the Administrative Director, joint workshops and the development of the Program Manual and brochure.
6. <i>More fully integrate law enforcement and community engagement functions</i>	CLEAR's primary vehicle for integrating law enforcement with community engagement, the CIT, has been most active in Northeast and Foothill. Other community engagement activities, such as members of the Operations Team working with public and nonprofit community programs and schools, are most developed at Northeast CLEAR although community agencies are well-represented on the Foothill CIT.
7. <i>Encourage more extensive contact and information sharing between Operations Team representatives and the Executive Committee</i>	Attendance and participation at monthly program-wide meetings of the Operations Teams with the CLEAR Coordinator (Chair of the Executive Committee), instituted with Phase II, has been excellent. Since January, the Administrative Director provides substantial indirect contact between the operations and executive levels, as do the LAPD Liaisons.
8. <i>Provide more CIT contact with operations and executive levels</i>	CIT contact with CLEAR operations is through the regular participation of some, but not all, Operations Team members in CIT meetings. CIT contact with the CLEAR executive level is indirect through the Operations Teams and the Administrative Director.
9. <i>Evaluate the effects of LAPD site co-location on community identification with and support of CLEAR</i>	Since this fall, all 3 Phase II operations sites have located at LAPD stations, not in a "neutral location" in or near the target area. One observation is that having CLEAR operations in LAPD station-sited trailers may promote more contact and therefore better ongoing communication among LAPD and other Team members. It is not clear whether community connection suffers, or how other Team dynamics are affected by having operations work out of a "non-neutral" site.

<b>Recommendation</b>	<b>CLEAR Actions</b>
<i>10. Promote the use of site-based data bases for both management and evaluation purposes</i>	There is some use of site-based data bases for systematically recording CLEAR activities – e.g., probationer data, gang-related arrests. A team member at the Foothill site has created a data base for tracking probationers, and the administrative office has automated the aggregation of monthly reports. Both are examples of using computer technology to improve inter-agency information-sharing.
<i>11. Ensure that Council offices and community agencies are well apprised of CLEAR and their roles in it</i>	This has occurred in different ways, and at a different pace, for each site. Relationships with Council offices are developed and maintained in response to local opportunities and conditions. There is much opportunity to develop relationships with community agencies, as a number of them have connections with CIT members.
<i>12. Plan strategically for influencing institutional policy on the basis of CLEAR program experience</i>	The work of informing departmental policy is the province of individual members of the Executive Committee. However, Committee members have begun to discuss alternative contingencies for either future expansion or contraction at Executive Committee meetings.

These recommendations and the CLEAR program response illustrate the extent to which members of the Executive Committee have effectively collaborated – among themselves and with Operations and others – to improve the program. It also illustrates the extent to which collaboration is itself promoted by the Committee.

### **Operations-Level Collaboration**

CLEAR program collaboration at the Operations or site level involves the same core agencies, but for very different purposes. Inter-agency management and policy decisions are made at both levels, but the direct, daily deployment of resources for both gang crime abatement and community engagement occurs only at the site. The extent to which this is done collaboratively depends on a number of factors, including, first of all, the level of site staffing by each core agency.

As illustrated in Attachment 4, CLEAR staffing has been somewhat uneven among core departments and sites. Every site has had a full complement of personnel from each of the four departments (LASD was not a policing entity in Phases I or II) for virtually every month. The strongest representation of Full Time Equivalents (FTEs) tended to be, first and

by far, the LAPD; then Probation; then the District Attorney (DA); and, last, the City Attorney (CA).

Across the three sites (not considering Wilshire, which was abandoned in favor of a more productive potential in the Pacific area), the greatest staff resources – due to the LAPD staffing – are allocated at Pacific. The fewest staff, in general, have been assigned to Northeast, largely due to low staffing for both the City Attorney and District Attorney functions.

There are significant allocation differences within each department as well. Looking at Phase II, while LAPD allocated more staff time to Pacific than any other site, the CA and DA both allocated more resources to Foothill. Probation's allocation of staff has, in general, been more even across sites, although DPO assignments also show greater unevenness within sites, reflecting, in part, delays in getting personnel assigned.

The substantial variety of activities conducted by these agencies is documented in Attachment 5, which presents the summary spreadsheet from CLEAR's monthly reporting system for January through October 1999.<sup>2</sup> Highlights of this tracking report include:

- The bulk of reported activities are gang-related, reflecting the program goal.
- Reports by the same department are often substantially different from one site to another, reflecting differences in staff deployment levels and perhaps inconsistency in reporting.
- New, pending and closed abatement cases are reported almost exclusively by City Attorneys in Northeast and Foothill, which may reflect the fact that these two sites also have the most developed Community Impact Teams.
- District Attorneys in Foothill report more activity than the other two sites for a number of activities, including: felony cases reviewed, felony cases filed and guilty/no contest pleas.
- Overall, Probation reports the highest levels of activity, due largely to the numbers reported by the Foothill probation officer.
- Arrests and violent crime reporting constitute a large portion of LAPD activity, particularly in the Northeast area.

Also seen in this tracking report are items indicating a great deal of community collaboration (presentations and meetings), particularly for CAs and DAs, the Operations

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<sup>2</sup> These data are submitted monthly by each agency at each site, monitored and collected by CLEAR's Administrative Director, and compiled and formatted by the LASD Crime Analyst.

Team members typically assigned as community liaisons. The very large number of non-gang related meetings or events (144) attended by the Northeast DA illustrates the strong community outreach role assumed by the DA Team member before she was reassigned to vertical prosecutions.

The tracking reports do not reflect the full extent of joint activity among the various agencies, although activities such as Probation/LAPD ride-alongs and LAPD/Probation searches are included and have strong numbers.

More qualitative information is found in Attachment 6, which presents the evaluation's field observations and conversations about facilities, staffing, operations and community engagement. Among the critical conclusions from these notes are:

- 1) A lack of adequate – or adequately furnished – facilities has been a major impediment to CLEAR reaching its full potential, especially at the Foothill and Pacific sites;
- 2) There has been significant, if not unusual, staff turnover at both executive and operational levels (not reflected in the staffing table);
- 3) Functions of staff from the same department sometimes vary considerably from site to site, making the “CLEAR model” fairly different as well;
- 4) The Unsolved Homicide Team is, as described later in the cost analysis, a valued adjunct to CLEAR operations but has not targeted CLEAR geographic areas specifically; and
- 5) The Community Impact Teams have developed well in two sites but not in a third (Pacific) where community conditions – a bifurcated population and strong anti-police activism – have impeded its development.

## B. Collaboration with the Community

In addition to the *gang suppression* activities of the Operations Team, team members connect with other law enforcement entities and, to a lesser degree, local *gang intervention* and *prevention* programs and community members to re-direct youth at-risk away from gang affiliation and to ensure program success in the long term.

Collaboration between the core CLEAR teams and their communities has already been discussed in terms of team member activities and assignments and field observations about the CITs. The strength of the CITs in both Northeast and Foothill is illustrated in the surveys done there (see Attachment 7), which show the strong community member representation on these bodies as well as substantial ties to other community organizations. The recent focus group conducted by the evaluation in Foothill (see Attachment 8) further illustrates the level of community engagement with CLEAR, as well as general opinions that CLEAR is making a perceptible positive difference in community quality of life and that the CIT perhaps has strategic options for sustaining itself beyond CLEAR.

Not fully developed, however, are linkages with community institutions such as those represented by CIT members. The major exception occurs at Northeast CLEAR, where considerable effort has been exerted – particularly during Phase I and particularly by the Deputy District Attorney who was given the Community Liaison assignment – to establish ties with schools and community programs. The 100 Murals arts program, a Multi-Disciplinary Team with a local nonprofit agency and the Fair CLEAR diversion program are all examples of successful community partnership at Northeast. An attempt at transplanting a successful program called Safe Passages that would have neighborhood members watch school children on their way to and from school has been less successful, due to a lack of a sponsor and solid infrastructure.

In summary, the nature of collaboration under the CLEAR program model is multi-layered, complex and dynamic. It is both substantial and uneven. Intense collaboration occurs among members of the Executive Committee and among the individual Operations Team members, although probably less comprehensively or consistently than at the executive level. Collaboration with the community – beyond joint activities with schools, parole and

other public agencies for law enforcement purposes – is largely restricted to still-developing working relationships with the Community Impact Teams and, mostly at Northeast CLEAR, with nonprofit community-based agencies and their programs.